Attachment 2

[Insert Name of Your Region]
All-Hazards Regional Recovery Framework Template

[INSERT DATE OF FINAL PUBLICATION]

[Insert Names of Involved Local Agencies]

[Insert Date]

** Note, this template is based on the Denver UASI All-Hazards Regional Recovery Framework, Version 1.1 and follows the outline that the Denver UASI developed to meets its needs with regards to a recovery framework.

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14. ABSTRACT **The purpose of this document is to assist urban areas in the development of a recovery plan for their region following a major, catastrophic CBR incident. There are several elements to this document including instructions, plan outline and example, suggested process, FAQs, and resources. The plan walks through a generic outline of an all-hazards framework that includes various sub-chapters. The outline can serve as a template and includes such items as assumptions, background, multiagency coordination, Stages of Recovery, Recovery Support Functions and the CBR Annexes. The process section discusses key activities. The FAQ section addresses such questions as: Why should our region care about having a regional recovery plan? Who will write it? What is the goal of the regional recovery plan? How will it be sustained? Finally, the Resources section identifies resources that can be used by local jurisdictions.**
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Contents

[Insert contents and lists of tables and figures once framework has been completed]

Executive Summary

[Summarize the purpose, scope, and selected key recovery issues for the region. Mention groups involved in collaborating on the development of the framework.]

1.0 - Introduction

[Explain the background on how this framework came to be developed, agencies involved, and stakeholders engaged. Include an overview of the rest of the framework document.]

2.0 – Purpose and Scope

This document is an all-hazards catastrophic recovery framework for the [insert name of your region], with [list names of any supporting materials such as annexes for chemical, biological, or radiological incidents]. From this comprehensive framework, many critical recovery decisions can be made at a regional level, and local jurisdictions have context by which to develop their own recovery plans. The following sections provide additional information on the purpose and scope of the framework.

2.1 – Purpose

The key goals of this framework are to [list goals, for example, to

- Protect life, property, and the environment to the greatest extent possible
- Shorten the recovery timeline as much as possible
- Restore the impacted area to pre-disaster conditions and a state of normalcy, often called a "new normal."]

To aid development of local recovery plans, the framework outlines specific functions, defines partners, and identifies considerations for each of the following phases:[1]

- **Phase 1: Short-term recovery** refers to the days and weeks after the incident. This phase of recovery addresses the health and safety needs beyond rescue, the assessment of the scope of damage and needs, the restoration of basic infrastructure, and the mobilization of recovery organizations and resources including restarting and/or restoring essential services for recovery decision-making.

- **Phase 2: Intermediate recovery** refers to the weeks and months after the incident. This phase of recovery involves returning individuals, families, critical infrastructure and essential government or commercial services to a functional, if not pre-disaster, state. Such activities are often characterized by temporary actions that provide a bridge to permanent measures.

- **Phase 3: Long-term recovery** refers to the months and years after the incident. This phase of recovery addresses complete redevelopment and revitalization of the

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[1] Definitions taken from the Federal Emergency Management Agency's (FEMA) National Disaster Recovery Framework at http://www.fema.gov/recoveryframework/index.shtm.

impacted area; rebuilding or relocating damaged or destroyed social, economic, natural and built environments; and a move to self-sufficiency, sustainability, and resilience

2.2 – Scope

The scope of this framework includes recovery actions for incidents that may occur in the [insert name of your region], which is a geographically diverse region organized around [insert number] counties; over [insert number] cities, districts, towns, and municipalities; and a population of over [insert number] citizens spread over [insert figure of area] square miles. More than [insert percentage number] of the state's population resides within the region, including [insert percentage number] of the state's first responders. The region also includes more than [insert number] governmental entities and contains much of the state's critical infrastructure.

The region faces a variety of hazards. [List various natural hazards and potential industrial or terrorist threats.]

This framework has several limitations in its scope: [list any limitations such as the following:

- It is not all-inclusive in that it is not possible to list every needed recovery action.

- It does not address issues of immediate response or communications.

- It does not address the specifics of federal assistance or federal funding streams that may be available. {Insert name of lead agency for administering federal disaster assistance programs} is the lead state agency for administering federal disaster assistance programs and will support local jurisdictions to facilitate the process of applying for federal aid programs as they are available.]

2.3 – Relationship to Other Plans

In the region, most jurisdictions have comprehensive emergency operations plans, outlining the actions that will be taken during the response phase of any emergency. Additionally, emergency responders work together on a regular basis to create response protocols, procedures, and agreements to ensure adequate response. What recent incidents and exercises have shown, however, is that recovery will be much longer in duration, will involve key participants outside of the typical emergency responder community, and will include complexities not seen in any other part of emergency management.

Coordinating with other emergency disaster plans within the region will be necessary for effective recovery. The following plans directly relate to concepts within the framework and are referenced throughout the report where applicable:

Regional Plans
- [list plans here]

State Plans
- [list plans here]

3.0 – Approach and Assumptions

This framework takes a "Whole Community" approach to recovery planning and considers the connection of response to recovery, the focus on resiliency, and the decision-making process needed when multiple jurisdictions must work together for a prolonged period. In addition, a number of assumptions and considerations must be taken into account across all phases and functions of recovery.

3.1 – Connection of Response to Recovery

The framework should be implemented immediately upon confirmation of an incident. Initially, response plans will be put in motion first, and response operations will have priority. However, the complexity of recovery will require that recovery planning activities be started as soon as possible. Efforts will transition to the priorities of recovery once areas are secure enough to begin initial disaster assessment. This assessment will determine the nature, magnitude, impacts, and scope of the incident. The information will allow decision makers to assign the appropriate priorities to response and recovery, activate community service networks, and request the most beneficial and necessary outside resources. The state is in a key position to consolidate data across multiple jurisdictions and create a comprehensive situational assessment. The assessment also serves to begin the emergency assistance and disaster declaration process necessary for effective recovery.

3.2 – Focus on Resilience

This framework focuses on actions that will allow a community to be resilient. Disaster resilience can be described as a community's ability to cope with and recover from the impacts of a major incident. The resiliency of a community depends not only on the continuity planning of government agencies and businesses, but also on the preparedness of the community's individual citizens. A community is not resilient unless all of its sectors (such as hospitals, banking, and wastewater treatment) are resilient**.**

3.2.1 Individual/Community Preparedness

Communities should strive to empower citizens to be able to take care of themselves and teach them how to strengthen their own personal capabilities. Communities need to remind citizens that, during emergencies, local responders will likely be overtaxed and will need to prioritize their actions, thereby requiring community members to have individual and neighborhood action plans to assist in ensuring their safety.

The community should be encouraged to evaluate its vulnerabilities and to consider the infrastructure and vital services it relies on. Educating individuals on mitigation practices can help alleviate some of the potentially long-term consequences of a disaster.

Citizens must also be aware of their surroundings, including the inherent risks associated with living in a hazard-prone area (flood zone, wild land interface, etc.). They must weigh this against other reasons for living in these areas and be prepared to take steps to remove themselves from harm's way as well as sustain themselves after a disaster strikes.

3.2.2 Continuity of Government/Operations

Governments must also prepare for emergencies. Continuity of Government (COG)/Continuity of Operations (COOP) can be described as a jurisdiction's ability to perform minimum essential government functions during any situation and the ability to resume normal operations once the incident has ended. Without a continuity program in place, jurisdictions risk leaving citizens without vital services in what could be their time of greatest need. An organization's resiliency is directly related to the effectiveness of its continuity capability.

The [insert name of state] and many of the larger jurisdictions within the region have COG/COOP plans in place, and this framework assumes that these plans will be activated upon a major disaster within the region.

3.2.3 Whole Community Approach

This recovery framework strives to use a Whole Community approach. According to FEMA,

"Whole Community is a means by which residents, emergency management practitioners, organizational and community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests. By doing so, a more effective path to societal security and resilience is built."[2]

By incorporating the Whole Community concept into the recovery process, communities have recognized that they can address long-term recovery in a more effective and efficient manner. All aspects of a community [e.g., volunteer, faith and community-based organizations; other non-governmental organizations (NGOs); the private sector, and the public] are needed to effectively recover from a catastrophic incident. It is critical that all stakeholders work together to enable communities to develop collective, mutually supporting local capabilities to

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[2] This information is from FEMA's document *A Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action*, FDOC 104-008-1, published December 2011.

withstand the potential initial impacts of these incidents, respond quickly, and recover as rapidly as possible in a way that sustains or improves the community's overall well-being.

The Whole Community concept begins at the individual preparedness level with individual, family, and community planning. Utilizing an inclusive process, and engaging community members from a broad spectrum, enhances recovery opportunities and actions. For example, the concerns of individuals with access and functional needs cannot be considered adequately without first engaging the community in the planning process. Also, government entities cannot recover without accessing private business and resources, NGOs, and volunteer communities. Each of these stakeholders is vital to the overall success of any recovery effort.

3.3 – Multi-Jurisdiction Decision-Making

A wide range of functional areas are represented within the region, including emergency management, law enforcement, fire services, special districts, public health, emergency medical services, hospital organizations, public works, and regional transportation. These functional areas are effectively integrated through a collaborative, multi-functional approach to planning.

[Insert paragraph or two on region's approach to multi-jurisdiction decision-making.]

3.4 – Key Considerations and Assumptions for Recovery Planning

Pre-disaster planning greatly improves a community's ability to successfully recover from a disaster. By identifying available resources, roles, and responsibilities, state and local officials will have the knowledge to better leverage assistance and coordinate with emergency management partners to maximize availability and use of those resources. Below are some of the more significant considerations and assumptions that can be addressed during recovery planning. Some of these are repeated in more detail in other sections of the framework.

- Recovery from a catastrophic incident may take months to years and will involve many governmental, non-governmental, private sector, and nonprofit organizations and partners.

- The recovery timeline can be shortened significantly by pre-disaster identification of resources that can improve the speed of operations and increase the capabilities of all levels of government, the private sector, and others involved in recovery.

- A catastrophic incident such as a natural disaster or a chemical, biological, or radiological incident may result in a significant number of casualties (potentially overstressing the healthcare and mortuary system), health care issues, and waste disposal concerns, and potentially devastating economic impacts.

- Any influx of volunteers and disaster workers will require housing, food, medical care, and other necessities. Colorado may not have sufficient housing to accommodate the number of displaced people and the personnel managing the recovery operations.

- Critical infrastructure may remain operable but could be damaged. Resuming and maintaining operations of locally identified critical infrastructure and key resources will be a priority for recovery operations.

- The recovery process should be transparent, to the extent possible, to ensure public trust and confidence.

- The news media may characterize the incident as being insurmountable. Social media coverage will be extensive and become both a positive and negative force in shaping public opinion.

- Evacuations may be required, and access to impacted areas will need to be controlled.

- For some incidents, a wide range and high volume of material and debris will require treatment or disposal.

- Large-scale emergencies have psychosocial impacts on the affected population as well as those involved in long-term recovery of the region.

- [Include if military in region.] The DoD facilities, systems, and/or human resources, like those of all entities in the affected area, will be impacted to some extent, which may limit military operations.

- [Add any other key considerations or assumptions for your region.]

4.0 – Recovery Support Functions (RSF)

The Recovery Support Functions (RSFs) are coordination structures and mechanisms to bring together governmental and nongovernmental organizations that can contribute and coordinate resources, facilitate problem solving and promote partnership for a particular functional area. The RSFs outline the key issues and considerations related to functional areas of recovery within each of the three phases of recovery.[3] Each RSF includes a description of the key planning considerations and assumptions, as well as identification of the stakeholders and organizations that will have a role in implementing the specific function.

The objective of the RSFs is to identify relevant stakeholders and experts that will facilitate the identification, coordination, and delivery of assistance and resources to resolve recovery challenges. The activities within the RSFs assist communities with accelerating the process of recovery, redevelopment, and revitalization.

The RSFs that were identified as being applicable to the region align with the RSFs included in the National Disaster Recovery Framework [(insert if applicable) as well as many of the RSFs included in the [insert name of state or federal agency] recovery plan[4]. Also consider inserting table that shows how the RSFs align between the various levels of government].

[Consider the following when choosing RSFs to address. *RSFs are those identified in the National Disaster Recovery Framework]

- Community Planning and Capacity Building*
- Economic*
- Health and Social Services*
- Housing*
- Infrastructure System*
- Natural and Cultural Resources*

Other possible RSFs or Key Support Issues/Functions include:
- Prioritization of Cleanup
- Debris Management

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[3] As used in the National Disaster Recovery Framework, RSFs are functions necessary to restore a community to a new normal following a devastating incident.

[4] As articulated in the National Disaster Recovery Framework, FEMA's guidance is for region's to utilize the six FEMA recovery support functions when developing a regional recovery framework. Any additional recovery functions, not already cover by a RSF or ESF should be given their own designation (i.e. recovery support issues or themes).

- Fatality Management
- Identification, Stabilization, and Maintenance of Infrastructure and Property
- Post-Disaster Housing
- Public Health and Medical Services
- Public Information and Messaging
- Public Safety/Access Control
- Unmet Needs
- Behavioral Health
- Policy/Legal

The following section of the template outlines keys RSFs that were developed for 'The Denver UASI All-Hazards Regional Recovery Framework'. This can be used as a guide or an outline for jurisdictions that are deciding on RSFs and drafting their own plans.

4.1 – RSF Prioritization of Cleanup

One of the first steps in the successful recovery of the region will be to establish a prioritization working group that includes stakeholders from each jurisdiction to begin the process of determining priorities. [Name the function or agency that will lead this group, if known.] Any decisions regarding regional priorities should be built on consensus from all involved.

Prioritization of cleanup is broadly defined as the decisions and actions associated with identifying the key priorities for remediation and restoration of the affected area. Input from subject matter experts should help guide prioritization policy decisions.

Prioritization relies in part on information gathered during the disaster assessment process and evaluation of the situation. Decisions regarding prioritization will likely be subject to extreme political and media scrutiny because there may be limited resources and personnel for catastrophic incidents and because of the high impact prioritization will have on the economic viability of the region. Decisions should therefore be as inclusive and transparent as possible.

Initial priorities to focus on may include the following: [List priorities, for example

- Life safety
- Property protection
- Critical infrastructure
- Social needs
- Economic needs
- Environment.]

Support Function: [Name lead agency and key supporting agencies at the regional level as well as the state level.]

Phase 1: Short-Term Recovery

Scope: Establishing a prioritization process and conducting urgent activities

Considerations/Assumptions: [List considerations and assumptions]

Phase 2: Intermediate Recovery

Scope: Determining the order in which remediation/restoration teams take action

Considerations/Assumptions: [List considerations and assumptions]

Phase 3:   Long-Term Recovery

Scope: Continuing to address those priorities impacted by the incident

Considerations/Assumptions: [List considerations and assumptions]

4.2 – RSF Debris Management

Debris management is associated with clearing debris and contaminated waste and consists of staging, segregating, reducing, composting, recycling, and proper disposal. Disasters often create large amounts of waste that must be managed as part of both immediate response and long-term recovery processes. [Indicate any agencies in your state that have debris management plans and if they address all types of debris, environmental laws, and legal and/or monitoring responsibilities.]

Support Function: [Name lead agency and key supporting agencies at the regional level as well as the state level.]

Considerations/Assumptions:

- The regulatory scheme and agency in charge will be determined and communicated to all parties involved and a command/management structure will be set up.

- Existing debris management plans should have criteria for identifying debris sites depending on the type of debris generated from disasters.

- Because the classification for contaminated waste is not clear, treatment and disposal methods may be uncertain. Regulatory and disposal officials will be consulted before final decisions on disposal are made.

- Pre-approved contracts will be in place for qualified contractor and restoration firms

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Phase 1: Short-Term Recovery

Scope: Staging and disposing of various types of debris including vegetative debris, construction and demolition waste, hazardous waste, white goods, vehicles and vessels, garbage, animal carcasses ,and infectious wastes.

Considerations/Assumptions: [List considerations and assumptions]

Phase 2: Intermediate Recovery

Scope: Disposing of most of the waste. This phase may include the following activities:

- Waste characterization, treatment, clearance, and transportation
- Debris management site restoration (staging operations)

- Public messaging.

Considerations/Assumptions: [List considerations and assumptions]

Phase 3: Long-Term Recovery

Scope: Returning waste management to local jurisdictions to meet all state and federal criteria, working with homeowners to return to pre-incident conditions (moving to a support function), and conducting long-term environmental monitoring of sites exposed, both in passing and in process, to contaminated waste

Considerations/Assumptions: [List considerations and assumptions]

4.3 – RSF Economic

Economic redevelopment in this context is broadly defined as the planning and actions to recover and ultimately improve the region's economic vitality after a catastrophic incident. A primary goal of economic redevelopment is to retain and attract back local businesses and workers during all phases of recovery.

Economic redevelopment efforts will occur throughout recovery with changes in policy to support the objectives of each phase. The speed of recovery is an important aspect that affects the rate of businesses and population returning to the region. There must be a sense of urgency surrounding recovery, with immediate strategies developed to retain businesses.

Support Function: [Name lead agency and key supporting agencies at the regional level as well as the state level.]

Considerations/Assumptions:

- Businesses that plan for disruption are less likely to go out of business after a disaster than those that do not. These COOP plans should be activated on the first signs of disruption.

- Economic recovery should be a key factor when considering priorities for cleanup of critical infrastructure (see Prioritization of Cleanup). Also, these assets may need to be bolstered in nearby areas to support the relocation of people, government, and business.

- Critical businesses should be identified in advance of a significant incident by the city managers and directors (i.e., economic development director). Criteria such as number of employees, location of the business, and prioritization factors (small and large employers) must be established.

- In some cases, facilities may be set to be reoccupied in weeks or months. Incentives should be prepared immediately for these cases. In other cases, it may be years before reoccupation can occur, and preparation for new incentives to bring in new businesses during long-term recovery will be important. The development of a "toolbox" of tactics, tools and techniques used to provide credit and financial incentives is advised to increase the availability of credit and capital to recovering businesses. This toolbox would be developed and approved by local mayors and the planning and community development teams.

Phase 1:   Short-Term Recovery

Scope: Planning for retaining, maintaining and improving economic vitality

Considerations/Assumptions: [List considerations and assumptions]

Phase 2:   Intermediate Recovery

Scope: Implementing and refining strategies to continue to retain, maintain, and improve economic vitality

Considerations/Assumptions: [List considerations and assumptions]

Phase 3: Long-Term Recovery

Scope: Beginning to phase out incentives and shifting activities toward more normal economic development as key objectives are accomplished. Once regional objectives are realized, the process of economic development will be transitioned back to local jurisdictions.

Considerations/Assumptions: [List considerations and assumptions]

4.4 – RSF Fatality Management

Fatality management encompasses investigation, recovery and identification, transport and storage, notification, and processing/final disposition (burial and cremation) of human remains.

Support Function: [Name lead agency and key supporting agencies at the regional level as well as the state level.]

Considerations/Assumptions:

- Fatality management needs to begin as soon as possible during any emergency involving fatalities.

- The [insert name of regional fatality management plan] would be enacted.

- Any large-scale incident that results in mass fatalities will overwhelm local capabilities. Infrastructure, facilities, and personnel (medical examiners/coroners) identified in plans may no longer be available because of the extent of the disaster. The Disaster Mortuary Operational Response Team (DMORT) is the only federal response organization prepared to handle large numbers of fatalities.

- While the fatality management process works well in the case of a single death, high fatality rates may require amending processes and procedures.

- The agency responsible for vital records is critical to effective fatality management.

- Planning needs to begin immediately to address the overwhelming number of people (family members, friends, and media) seeking information about missing loved ones who may be victims of the disaster. Family assistance services are a key component of mass fatality management

Phase 1: Short-Term Recovery

Scope: Conducting parallel efforts to deal with both a large number of human fatalities and to support public communication for community recovery; determining the area affected, number of fatalities, collection methods, and the recovery, storage, processing and identification of human remains.

Considerations/Assumptions: [List considerations and assumptions]

Phase 2: Intermediate Recovery

Scope: Continuing efforts to manage a large number of human remains and to establish and maintain sustainable fatality management systems and processes, with a focus on returning to mostly normal, day-to-day operations

Considerations/Assumptions: [List considerations and assumptions]

Phase 3: Long-Term Recovery

Scope: Conducting new normal operations

Considerations/Assumptions: [List considerations and assumptions]

4.5 – RSF Infrastructure System

This function applies to the preservation and restoration of public and private sector infrastructure systems and privately owned property. The disruption of certain infrastructure systems can have significant impacts on businesses and government functions, causing cascading effects far beyond the specific system itself.[5] Infrastructure sectors including transportation systems, utilities, sanitation, and water systems should be identified before an incident to ensure disruption of services is minimized and to allow for pre-identification of backup resources.

Support Function: [Name lead agency and key supporting agencies at the regional level as well as the state level.]

Considerations/Assumptions: [Insert general considerations and assumptions.]

Phase 1: Short-Term Recovery

Scope: Preserving property and mitigating secondary impacts

Considerations/Assumptions: [List considerations and assumptions]

Phase 2: Intermediate Recovery

Scope: Continuing to preserve property and mitigate secondary impacts

Considerations/Assumptions: [List considerations and assumptions]

Phase 3: Long-Term Recovery

Scope: Stabilizing and maintaining infrastructure, defining the new normal, and implementing mitigation measures to improve resiliency

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[5] For example, the destruction of a major road will cause disruptions in the supply chains which will have a debilitating impact on the economy; a road closure will also affect the ability of emergency workers to access areas of need.

Considerations/Assumptions: [List considerations and assumptions]

4.6 – RSF Natural and Cultural Resources

The protection of a community's natural and cultural resources and historic properties (NCH) following a catastrophic disaster can be a powerful catalyst for recovery and revitalization because it helps maintain and restore the fabric of a community, providing symbols of resilience. Preservation professionals can aid this process by being an integral part of recovery efforts.

Support Function: [Name lead agency and key supporting agencies at the regional level as well as the state level.]

Considerations/Assumptions:

- Pre-identification of historic properties in the community will help recovery teams quickly locate those specific resources that require specially trained personnel.

- Advanced identification of personnel with specific preservation knowledge can assist with pre-disaster mitigation and post-disaster recovery.

- FEMA will typically trigger historic preservation compliance through the National Historic Preservation Act.

- Responsibilities for ensuring historic properties are being properly addressed during the recovery process will need to be determined.

- Local and state emergency plans should include salvage protocols for historic properties and, whenever possible, training for salvage contractors on the special needs of historic materials and features.

Phase 1: Short-Term Recovery

Scope: Stabilizing NCH resources

Considerations/Assumptions: [List considerations and assumptions]

Phase 2: Intermediate Recovery

Scope: Conserving, restoring, rehabilitating, or recovering the community's valuable NCH resources

Considerations/Assumptions: [List considerations and assumptions]

Phase 3: Long-Term Recovery

Scope: Returning to a state of normalcy

Considerations/Assumptions: [List considerations and assumptions]

4.7 – RSF Housing

Housing is broadly defined as the providing housing assistance to individuals after a catastrophic incident. The nature of the support will depend on whether insurance covers losses caused by the incident. Housing needs may be significant for both the interim and the long term.

Support Function: [Name lead agency and key supporting agencies at the regional level as well as the state level.]

Considerations/Assumptions:

- The range of people in need of support may include the homeless, destitute, displaced residents, disaster workers, and volunteers.

- A significant population may remain in the impacted area, unable to self-evacuate because of access and functional needs, poverty, language barriers, or limited access to transportation resources

- FEMA, Housing and Urban Development, and other federal resources may be available if a federal disaster is declared.

- Long-term temporary housing solutions may be required for several years following the disaster.

- Housing assistance will depend on meeting income eligibility requirements, meaning some displaced residents may not receive needed assistance.

- All potential housing solutions should be considered, including innovative and non-traditional sources such as college dorms and trailers, keeping in mind local zoning and land use policies.

- Every effort should be made to keep families, friends, and communities together to help strengthen the resilience of individuals and groups and reduce the long-term psychosocial consequences.

- Multiple jurisdictions may compete for limited housing resources.

Phase 1: Short-Term Recovery

Scope: Developing strategies for housing displaced residents

Considerations/Assumptions: [List considerations and assumptions]

Phase 2: Intermediate Recovery

Scope: Relocating people from temporary disaster housing, followed by scaling down post-disaster housing

Considerations/Assumptions: [List considerations and assumptions]

Phase 3: Long-Term Recovery

Scope: Resolving financial and long-term administrative issues and considering permanent housing options

Considerations/Assumptions: [List considerations and assumptions]

4.8 – RSF Health and Social Services

Health and social services is broadly defined as life-sustaining, safety, and health activities related to the incident. Initial recovery efforts will include several key activities for this RSF:

- Communicate community public health and risk information to a variety of audiences

- Conduct disease surveillance and environmental monitoring, and determine the source of the disease or environmental contaminant

- Assess environmental health threats and ensure the safety of air, water, and food

- Identify population(s) at risk, including workforces and responders, and protect both their physical and behavioral health to the greatest extent possible

- Assess the need for and coordinate the provision of behavioral health support to the community

- Assess the extent of residual contamination and assist or provide technical assistance in response, restoration, and recovery

- Facilitate and coordinate the procurement and distribution of medicine and medical resources

- Support the surge capabilities of health care organizations

- Support the restoration of critical medical infrastructure including facilities, distribution, and supply chains

- Recover and maintain the production and dissemination of vital records.

Health and social services will be active through all phases of recovery, although the scope and emphasis may change according to the characteristics of each phase.

Risk communication will be a major component of public health and medical services activities. Actionable guidance for all recipients of the information–health care providers, the emergency response community, and the public, should be provided (see Public Information and Messaging RSF for details).

Support Function: [Name lead agency and key supporting agencies at the regional level as well as the state level.]

Considerations/Assumptions:

Resources

- A disaster declaration would be in place to allow for the release and use of critical resources, to implement altered standards of care, and to provide a waiver for liability-related challenges.

- Because of the widespread impacts of the incident, managing resources such as medical supplies, pharmacies and clinics, and medication inventories will be a challenge.

- Durable and non-durable medical resources will be severely limited, particularly in the directly impacted areas.

- The medical and healthcare system costs associated with the incident will likely exceed local and state financial resources.

- Work force protection will be modified as appropriate and tailored to the incident to account for the increased and unknown risk.

- Just-in-time training will be necessary to address personnel shortages and should be developed, along with job action sheets, in advance to facilitate backfill across public, environmental, mental, and medical health roles.

- The civilian and public health care system may be completely overwhelmed. Alternative care sites should be considered as necessary.

- Medical care facilities will likely have logistical challenges.

Coordination
- Significant numbers of people with medical needs may be staying in shelters, possibly for months depending on the incident. Coordination with the shelters will be important.

- People will leave the immediately impacted area and seek medical assistance of both emergency and routine natures in other health jurisdictions.

- Long-term environmental monitoring will be needed of water, food, air quality, sanitation systems, and debris management systems. This monitoring will be a coordinated effort with environmental health, public works, and other local, state, and federal agencies including public, environmental, and mental health and medical services. An initial process should be developed and in place during the response phase that can be refined for recovery.

- Vital records managers will need to coordinate with coroners and medical examiners to manage fatalities caused by the incident.

- It will become necessary to engage the private sector and NGO community.

Level of Care

- The morbidity and mortality rates associated with the incident may be significant.

- Palliative care will be established based on the needs of the incident.

- Altered standards of care established during the response phase may extend into the recovery phase.

- Patient tracking will be maintained through short- and long-term recovery.

- Mental health/behavioral health support will be required for the responders and the community and may be one of the longest-lasting functions of the incident.

- Family members of those in the affected area will need support, which will further tax the mental/behavioral health resources as well as other human service resources.

Phase 1: Short-Term Recovery

Scope: Focusing on impacts and treatment of public, environmental, mental/behavioral, and medical issues associated with the incident, as well as providing public health communication

Considerations/Assumptions: [List considerations and assumptions]

Phase 2: Intermediate Recovery

Scope: Conducting parallel efforts that address continuation of a surveillance plan, ongoing environmental monitoring, and public messaging for public health issues; restoring and stabilizing the medical care system restoration and stabilization from the acute phase; and maintaining a strong emphasis on communication as the region returns to mostly normal, day-to-day operations

Considerations/Assumptions: [List considerations and assumptions]

Phase 3: Long-Term Recovery

Scope: Remediating, evaluating, and following up while moving toward a pre-incident state

Considerations/Assumptions: [List considerations and assumptions]

4.9 – RSF Public Information and Messaging

Public messaging takes place in three primary ways:

- Formal communication with the public (press releases, public meetings)

- Interagency message coordination through the Joint Information System, which harmonizes all public messaging across agencies and jurisdictions

- Informal communication (social media, blogs, etc.).

A catastrophic incident will require extensive coordination of information to minimize miscommunication (which could seriously impact recovery time), both with the public and in the interagency process. Additionally, with public messaging, effective risk communication will be vital to shorten the recovery time. The messages should be coordinated but may not be identical in all areas because of the localized differences in the impact of the incident. Public communication may take on different aspects as the effort transitions from phase to phase, but sharing information with and gathering information from the public will remain important throughout recovery, shifting from crisis communications to community relations.

Support Function: [Name lead agency and key supporting agencies at the regional level as well as the state level.]

Considerations/Assumptions:

- A PIO is generally included in an emergency operations center (EOC) as part of the Incident Command System and reports to the Incident Commander.

- A local Joint Information Center (JIC) or Joint Information System (JIS) will be established to coordinate information within the impacted area even during recovery.

- Federal partners may set up a JIC (or public information group) and integrate into the JIS at each impacted EOC. The federal government will establish a Joint Field Office for any large incident, and they will coordinate with the state and local PIOs in some fashion.

- There may be multiple sources of conflicting information.

- Messaging should be coordinated and presented by authoritative voices to maintain public confidence. Diversion from the message may have a negative impact on recovery because of the associated decline in public confidence.

- Opportunities will be needed to allow the public to communicate with agencies. Questions, suggestions, and offers of support must be managed and used to help fuel additional communication efforts.

Phase 1: Short-Term Recovery

Scope: Establishing reliable and accurate systems to provide clear, positive, and directive information; coordinating interagency messages to harmonize all public messaging across agencies and jurisdictions; and gathering information to understand public needs

Considerations/Assumptions: [List considerations and assumptions]

Phase 2: Intermediate Recovery

Scope: Conducting regular, day-to-day communication across the region in the JIS/JICs, with critical messages going through JIS unified messaging approach

Considerations/Assumptions: [List considerations and assumptions]

Phase 3: Long-Term Recovery

Scope: Establishing a new sense of identity with a focus on returning to self-sufficiency, sustainability, and resilience

Considerations/Assumptions: [List considerations and assumptions]

4.10 – RSF Public Safety/Access Control

Access control is broadly defined as the restriction of appropriate individuals to the affected area and structures, as well as requiring egress from the impacted zones through check points. Public safety will be required through all phases of an incident and should be established and continuously maintained.

Support Function: [Name lead agency and key supporting agencies at the regional level as well as the state level.]

Considerations/Assumptions: [List general considerations and assumptions]

Phase 1: Short-Term Recovery

Scope: Controlling the impacted areas and jurisdictions

Considerations/Assumptions: [List considerations and assumptions]

Phase 2: Intermediate Recovery

Scope: Expanding public safety operations while continuing to restrict ingress of individuals and property into impacted zones to credentialed individuals and requiring egress of individuals and property from damaged zones through access control points

Considerations/Assumptions: [List considerations and assumptions]

Phase 3: Long-Term Recovery

Scope: Returning to full-scale public safety, with limited access control to a few areas that will have been deemed irreparably damaged

Considerations/Assumptions: [List considerations and assumptions]

4.11 – RSF Unmet Needs

A successful recovery plan adequately attends to and addresses the unmet needs of individuals and families as they recover from disaster. The term Unmet Needs[6] as an RSF refers to individual and family needs that were not met by insurance, governmental assistance, and immediately available emergency assistance from voluntary agencies. Included within this Unmet Needs RSF are the subcategories of Long-Term Recovery Committee (LTRC), Volunteer Coordination, and Donations Management.

Support Function: [Name lead agency and key supporting agencies at the regional level as well as the state level.]

4.11.1 Long-Term Recovery Committee

Recovery from a disaster is a process that can take years for some survivors. As they begin to rebuild their lives, they may confront disaster-related needs that remain after personal and government-related resources have been exhausted. In these cases, the community itself may be best equipped to assist through the formation of a LTRC. LTRCs often include a combination of government agencies, nonprofit and faith-based partners, businesses, and community-based organizations and serve as a clearinghouse for matching individual or family needs with available local resources.

Considerations/Assumptions:

- The need for a Disaster Recovery Center should be evaluated to provide a one-stop hub for governmental and nonprofit assistance and information

- Case management may be assigned to the LTRC to ensure that affected individuals and family's needs are reviewed.

- A resource such as Coordinated Assistance Network (CAN) allows for the sharing of information about cases, enabling the best use of community resources, and helps to prevent duplication of services.

- A variety of factors including age, disability, language barriers, lack of personal documentation, distance from the Disaster Recovery Center, and unfamiliarity with the disaster relief system can limit some survivors' access to assistance. It is often those in most desperate need that are least able to get help. Public information delivered in a method appropriate to the various needs of survivors will be critical.

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[6] Some volunteer organizations and agencies in the emergency management community use the term Long-Term Recovery Committee interchangeably with Unmet Needs Committee.

- Typical areas of enduring need after a disaster may include the following:
  - Long-term mental and behavioral health concerns related to the traumatic incidents of the disaster
  - Transportation issues
  - Temporary short-term and long-term housing
  - Comprehensive case management
  - Children's stability within schools and child care settings
  - Home repairs or insurance deductibles
  - Loss of employment or business
  - Legal issues.

4.11.2 Volunteer Coordination and Donation Management

Volunteer Coordination is defined as the process of matching unaffiliated spontaneous volunteers with VOAD member agencies or credible voluntary organizations so they can support relief and recovery activities. Spontaneous unaffiliated volunteers are people who show up to volunteer but are not associated with any major volunteer organization.

Donation Management involves a process for effectively matching unsolicited undesignated in-kind donations with credible voluntary organizations. Agencies should encourage individuals to contribute donations to a VOAD member agency or other credible organization. Donations in the form of financial contributions should be encouraged whenever possible.

Considerations/Assumptions:

- Volunteer Reception Centers (VRCs) will have been established in the response phase.

- Volunteers will show up before access control is established and VRCs are operational.

- Donations management facilities and processes (collection centers, multi-agency warehouses, and distribution centers) have been established.

- Despite public messaging on appropriate donations, volunteers and donated goods have begun showing up at fire stations, churches, and government facilities.

- The Volunteer Coordination Team (VCT) will be activated. The VCT, which comprises government agencies, community representatives, voluntary organizations, and other key stakeholders, aims to coordinate and facilitate the effective management and utilization of spontaneous unaffiliated volunteers in the response and recovery efforts following a disaster.

- The Donations Coordination Team (DCT) will be activated. The DCT, which comprises government agencies, community representatives, voluntary organizations, and other key stakeholders, aims to coordinate and facilitate the effective management and

allocation of unsolicited undesignated in-kind donations in the response and recovery efforts following a disaster.

Phase 1: Short-Term Recovery

Scope: Volunteer Coordination–Coordinating and matching volunteers to credible organizations

Donation Management–Receiving, sorting, cataloguing, storing, and dispersing goods to areas and people in need of support

Considerations/Assumptions: [List considerations and assumptions]

Phase 2: Intermediate Recovery

Scope: Volunteer Coordination–Receiving and affiliating volunteers to areas in need of support.

Donation Management–Continuing to receive, sort, catalogue, store, and disperse goods to areas and people in need of support and directing financial contributions to verified reliable organizations

Considerations/Assumptions: [List considerations and assumptions]

Phase 3: Long-Term Recovery

Scope: Volunteer Coordination–Transitioning to local volunteer organizations will progress as the community rebuilds

Donation Management–Phasing out of the efforts to receive, sort, catalogue, store, and disperse goods to areas and people in need of support and possibly replacing the work with an effort to dispose of excess or unnecessary goods

Considerations/Assumptions: [List considerations and assumptions]

5.0 – Authorities

[List relevant laws, codes and regulations affecting the development or implementation of the framework.]

[Suggested Appendices]

Acronyms

Additional Resources